DOCUMENT RESUME

ED 313 095 JC 900 011

TITLE Annual Report on Extended Opportunity Programs and Services.

INSTITUTION California Community Colleges, Sacramento. Office of the Chancellor.

PUB DATE Jan 90

NOTE 15p.; Discussed as agenda item 12 at a meeting of the Board of Governors of the California Community Colleges (Los Angeles, CA, January 18-19, 1990).

PUB TYPE Reports - Descriptive (141) -- Statistical Data (110)

EDRS PRICE MF01/PC01 Plus Postage.

DESCRIPTORS Community Colleges; Counseling Services; Economically Disadvantaged; *Educational Counseling; *Educationally Disadvantaged; Financial Support; Minority Groups; Program Effectiveness; Program Evaluation; State Programs; State Surveys; *Student Characteristics; Student Financial Aid; Student Personnel Services; Trend Analysis; Two Year Colleges

IDENTIFIERS *California; *Extended Opportunity Programs and Services

ABSTRACT

Each year, the Office of the Chancellor of the California Community Colleges is required to submit a report to the state legislature on Extended Opportunity Programs and Services (EOPS). The 1990 report provides information on the data elements necessary for a statewide database for the periodic evaluation of EOPS programs and services and numbers of EOPS students who have been served and who have achieved their educational goals. After providing background on the 20-year history of EOPS in California, the report identifies significant trends in EOPS based on a 1987-88 survey of community college EOPS directors. Highlighted findings included the following: (1) EOPS enrollment was growing, with preliminary data showing an increase of as much as 7% for the 1988-89 school year; (2) EOPS students were older than the average community college student; (3) 62% of the 1987-88 EOPS students were women, and 67% were ethnic minorities; (4) EOPS students were less likely to have completed high school than all other full-time students; (5) 55% of the 1987-88 EOPS students had transfer as a goal, compared to 75% of all other full-time students; (6) district support for EOPS programs totaled nearly 33.5% more than that required by law, indicating a strong commitment to EOPS at the local level; (7) 40% of the EOPS students received instructional support under the program, with the most used service being tutorial services; and (8) 96% of EOPS students received academic and/or career counseling, 72% received some type of financial aid under the program, and 25% received assistance in preparing for transfer. (JMC)

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ANNUAL REPORT ON EXTENDED OPPORTUNITY PROGRAMS AND SERVICES

BOARD OF GOVERNORS
CALIFORNIA COMMUNITY COLLEGES
JANUARY 18-19, 1990
LOS ANGELES SOUTHWEST COLLEGE
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Board of Governors
California Community Colleges
January 18-19, 1990

ANNUAL REPORT ON EXTENDED OPPORTUNITY PROGRAMS AND SERVICES

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First Reading, Action Pending, March Board Meeting

Background

Section 69655 of the *Education Code* requires the Chancellor to submit an annual report to the Legislature on Extended Opportunity Programs and Services (EOPS). The report that follows includes required information regarding: (1) determination by the Chancellor of the necessary elements of a statewide database for periodic evaluation of EOPS programs and services, and (2) numbers of EOPS students who have been served and who have achieved their educational goals.

Analysis

When full implementation of the Management Information Systems (MIS) is achieved, it will be possible for the Chancellor's Office to report in greater detail on the numbers of EOPS students being served and attaining their educational goals. The system will collect student data on EOPS status, including eligibility for the program and Board of Governors Grants, date of acceptance into the program, and whether transfer assistance was provided. When fully operational, MIS will enable the Chancellor's Office to compare EOPS and non-EOPS students with respect to demographic characteristics, educational goals, academic programs, and educational outcomes.

The data obtained from a 1987-88 statewide survey of EOPS reveals a number of emerging trends in programs and services. In the area of student demographics, the survey revealed that EOPS students are:

- Older than the average community college students;
- Predominantly women;
- Predominantly from racial and ethnic minority groups;
- Less likely to have completed high school; and
- By a majority, planning to transfer to a four-year institution.

EOPS enrollment is growing, with more than 39,000 students served in 1987-88, and an increase of seven percent (to over 42,000 students) being projected on the basis of preliminary data for 1988-89.

For 1987-88, State funding for EOPS totaled $27.9 million. District support totaled $6.8 million, or 33½ percent more than the 15 percent match required by law, which demonstrates a serious commitment to EOPS at the local level.

Studies by the Chancellor's Office and the California Postsecondary Education Commission indicate that the types and numbers of students currently served by EOPS will increase substantially over the next 15 years. The EOPS program will continue to provide supportive and innovative services and activities to meet the needs and aspirations of an at-risk student population comprised largely of persons from underrepresented groups, many of whom are single parent lacking basic skills and in need of comprehensive student support services.

Recommended Action

That the Board of Governors adopt the annual report by the Chancellor on Extended Opportunity Programs and Services and approve its transmittal to the Legislature.

Staff Presentation: *William Cordero, Vice Chancellor*
Student Services

Rod Tarrer, Specialist
Student Services

Annual Report On
Extended Opportunity Programs and Services

Extended Opportunity Programs and Services (EOPS) was established by the Legislature in 1969. This program represents the State's commitment to providing financial and academic support to community college students whose educational and socio-economic backgrounds might prevent them from attending college and/or otherwise discourage their successful participation in postsecondary education. To help them succeed, the program provides services that are specifically designed for EOPS students and that supplement the colleges' regular educational programs. The services include counseling, academic assessment, basic skills instruction, tutoring, book grants, and child care, among others.

To qualify for EOPS assistance, a student must be: a resident of California, enrolled full-time, eligible for a Board of Governors Grant (BOGG), and educationally disadvantaged.

In 1970-71, its first year of operation, the program received $2.8 million in State funds and served 13,000 students at 46 community colleges. In 1987-88, EOPS received almost $28 million and provided services to more than 39,000 students at 105 colleges.

Full implementation of the Management Information Systems (MIS) being developed by the Chancellor's Office will be required to more closely monitor the progress of the statewide EOPS program and more precisely evaluate its effectiveness in meeting the needs of a special and rapidly growing student population. MIS will collect student data on EOPS status, including such information as program-eligibility factors, date of acceptance into the program, details on eligibility for a BOG Grant, and whether or not transfer assistance was provided. When fully operational, MIS will enable the Chancellor's Office to compare EOPS and non-EOPS students with respect to demographic characteristics, educational goals, academic programs, and educational outcomes.

Section 69655 of the *Education Code* directs the Chancellor to report annually to the Legislature on Extended Opportunity Programs and Services. This report to the Board has been prepared for that purpose. It is based on (1) data furnished by 103 EOPS directors in a survey conducted by the Chancellor's Office for the 1987-88 academic year, and (2) supplemental information gathered during EOPS Operational Program Reviews, which are conducted each year at a sample of community colleges. The report identifies significant and emerging trends and issues in EOPS, and examines in some detail various aspects of the program, including funding, student demographic characteristics, and numbers of students receiving specific services.

Emerging Trends in EOPS

An analysis of the data collected in the 1987-88 survey of community colleges reveals a number emerging trends in EOPS programs and services offered by California's Community Colleges.

1. *Enrollment*

   EOPS enrollment is growing. In 1987-88, EOPS programs served more than 39,000 Community College students statewide, over 90 percent of whom were enrolled full-time. That was approximately the same number of students served the previous year.

   Preliminary data for 1988-89 show an increase of seven percent in EOPS enrollment, to more than 42,000 students, and initial reports for 1989-90 indicate the increase is continuing. This trend may be attributable in part to the adoption of new *Title 5* regulations that added educational disadvantage to low income as a criterion for EOPS eligibility.

2. *Age*

   EOPS students are older than the average community college student. Of those enrolled in 1987-88, 49 percent were at least 26 years old, as compared to 24 percent of all full-time students. In 1985-86, only 47 percent of EOPS students were in that older age group. The age difference also is notable in that, traditionally, it has been the part-time community college student who is older. This trend is expected to continue for the foreseeable future.

3. *Gender*

   EOPS students are predominantly women. Of those enrolled in 1987-88, 62 percent were women, as compared to 50 percent of all other full-time students. This trend is expected to continue as increasing numbers of low-income single mothers seek educational opportunities and greater economic security for themselves and their families.

4. *Ethnicity*

   EOPS students are predominantly from ethnic minority groups. Of those enrolled in 1987-88, 67 percent were from such groups, as compared to 39 percent of all other full-time students. *Looking Ahead, Data for Planning* (Chancellor's Office, December 1987) reported that 40 percent of California's populations is made up of racial and ethnic minorities. By 2005, that figure will have increased to about 50 percent. In the Community Colleges, the number of ethnic minority students is expected to increase slowly but steadily over the next 15 years, and at a rate well ahead of the statewide trend toward a predominantly ethnic minority state.

5. *High School Education*

EOPS students are less likely to have completed high school. Of those enrolled in 1987-88, 71 percent had graduated from high school, as compared to 87 percent of all other full-time students. According to the 1980 Census, approximately 73 percent of all Californians were high school graduates. However, the number of high schools graduates has been declining since 1975-76 and is not expected to return to that level until 1997-98.

6. *Transfer*

The majority of EOPS students have transfer as a goal. Of those enrolled in 1987-88, 55 percent planned to transfer to a four-year institution, as compared with 75 percent of all other full-time students.

Findings From the Statewide Survey of EOPS Programs

Program Funding and Expenditures

In 1987-88, the State provided $27.9 million in funding for Extended Opportunity Programs and Services. District support for the program totaled $6.8 million. The district contribution represented approximately 20 percent of the overall total of $34.7 million, or $33\frac{1}{3}$ percent more than the 15 percent match required by law. This demonstrates the serious commitment to EOPS at the local level.

TABLE 1

State and Local EOPS Allocations, 1987-89
(millions of dollars)

Total State Allocation	**$27.9**
Services and Administration	18.6
Student Financial Aid	9.3
Total Local Allocations	**$6.8**
Services	4.8
Administration	2.0
Total Funding for EOPS	**$34.7**

Table 1 provides a breakdown of State and local EOPS allocations for 1987-88. As indicated, approximately two-thirds ($18.6 million) of the State funds were used for students services and program administration. The remainder ($9.3 million) was used to provide student financial aid such as grants, loans, and work-study awards.

Student Demographic Characteristics

In 1987-88, EOPS services were provided to 39,106 students, according to the 103 colleges who responded to the Chancellor's Office survey. These students represented approximately 14 percent of all full-time students enrolled that year. Over 90 percent of the EOPS students were enrolled full-time.

Preliminary data for 1988-89 indicate an increase of approximately seven percent in EOPS enrollment, to some 42,000 students. This projected increase underscores the need for increased funding, particularly in light of the adverse impact of inflation on the cost of such important services as child care and tutoring, as well as on staff salaries and benefits.

Table 2 presents demographic data on the gender, age, and race/ethnicity of EOPS students, as compared all full-time community college students. The 39,106 students in the EOPS program in 1987-88 are included in the total full-time enrollment figure of 275,347.

TABLE 2

Student Demographic Data, 1987-88

Student Characteristics	EOPS Students	All Full-Time Students
Total Students	**39,106**	**275,347**
Gender:		
Male	38%	50%
Female	62	50
Age (*Years*):		
Less than 18	1%	3%
18 to 25	50	74
26 or more	49	24
Ethnicity:		
White	30%	59%
Black	18	8
Hispanic	21	15
Asian/Pacific Islander	25	12
Native American	2	1
Filipino	1	3
Other/Unknown	4	2

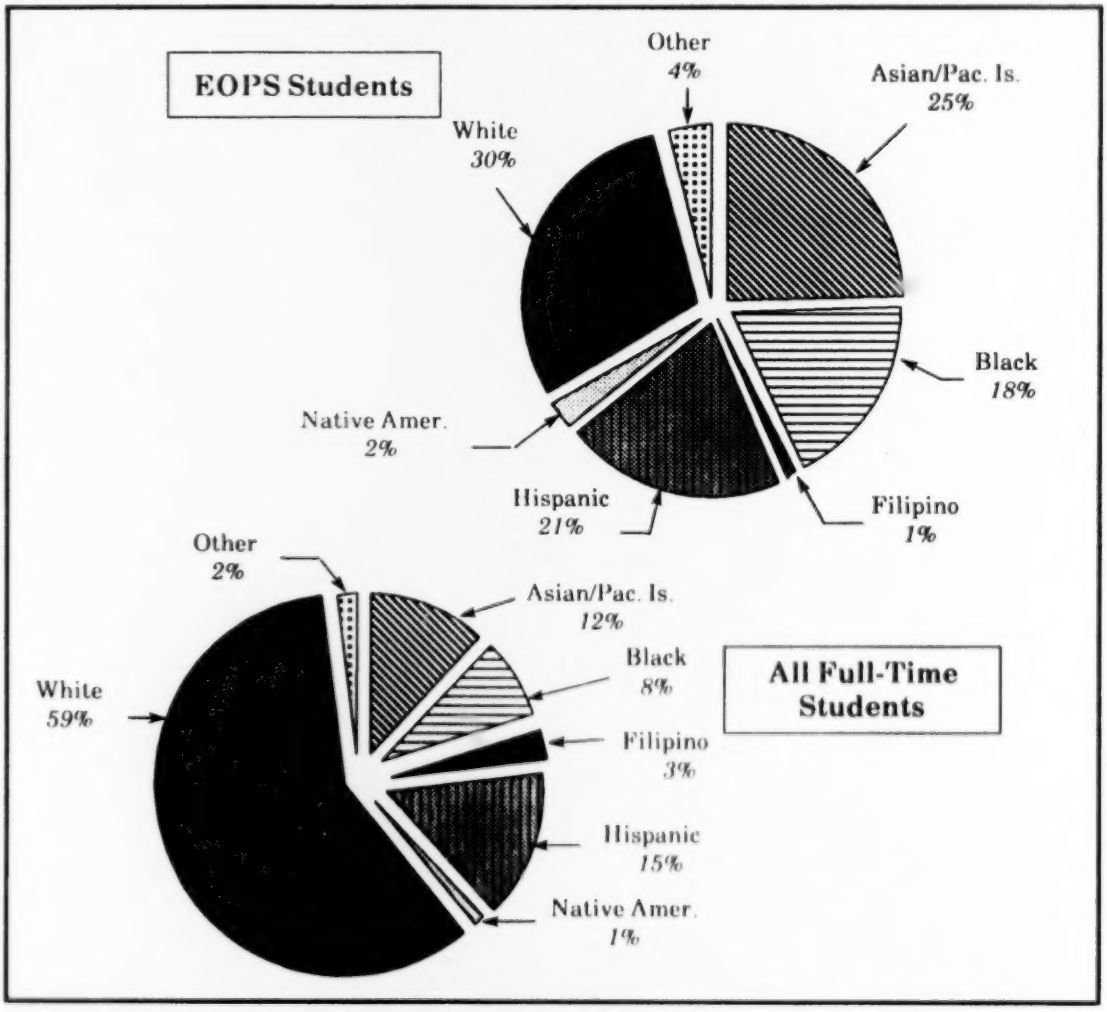
Source: EOPS Planning Data, *Report on Enrollment: Fall 1987*

As the table shows, 62 percent of EOPS students in 1987-88 were women, as compared to 50 percent of all other full-time students. In general, EOPS students were older than the average community college student; 49 percent were 26 years old or older, only 24 percent of all other full-time students were in that age group.

At least 30 percent of EOPS students were from racial or ethnic minority groups. Table 2 and Figure 1 confirm that the following racial/ethnic minorities represented a larger percentage of EOPS enrollment than they did of all full-time enrollment: Black, Hispanic, Asian/Pacific Islander, and Native American.

FIGURE 1

Ethnicity of EOPS and All Full-Time Students



Source: EOPS Planning Data, *Report on Enrollment: Fall 1987*

The consistently higher percentages of racial and ethnic students enrolled in the EOPS program, should be attributed, in part, to the successful outreach and recruitment efforts of EOPS staff.

The higher percentage of women enrolled in EOPS reflects a trend that dates as far back as 1984-85, when they constituted 54 percent of EOPS students. By 1987-88,

that figure had increased to 62 percent. The exact cause of this 12 percent increase cannot be determined readily. It is likely, however, that the child care services provided by the Cooperative Agencies Resources for Education (CARE) program, which began in 1982-83, had a significant impact. CARE provides supplemental assistance and support services to EOPS-eligible students who are single parents receiving Aid to Families with Dependent Children (AFDC). By 1988-89, CARE was serving some 2,600 students in 39 EOPS programs.

Table 3 presents data on high school graduation status and educational goals of EOPS students, as compared to all full-time students. Table 4 presents data on the percentages of EOPS students who received degrees or certificates or who transferred to a four-year institution.

TABLE 3

Student Demographic Data, 1987-88

Student Characteristics	EOPS Students	All Students
Total Students	**39,106**	**275,347**
High School Graduate Status		
Diploma	71%	87%
GED/Certificate	10	5
Not a Graduate	14	5
Unknown/Other	5	3
Student Goals		
Transfer, No Degree	19%	27%
Transfer, AA/AD Degree	36	48
Vocational AA/AS	19	8
Other AA/AS	7	8
Certificate/License	8	5
Job Skills/Other	11	4

Source: EOPS Planning Data, *Report on Enrollment: Fall 1987*

TABLE 4

EOPS Student Achievement, 1987-88

	Number	Percent
AA/AS	3,050	7.8
Certificate/License	1,112	2.8
Transfer	4,138	9.7

Source: EOPS Planning Data, *Report on Enrollment: Fall 1987*

As Table 3 shows, 71 percent of EOPS students in 1987-88 had earned a high school diploma, as compared to 87 percent of all full-time students. Transfer was the educational goal of 55 percent of EOPS students, as compared to 75 percent of all full-time students. Approximately one in five EOPS students (19 percent) indicated a vocational or associate degree as his or her goal.

EOPS Activities and Services

In the 20 years since the program was established, EOPS staff have worked to develop the kinds of specialized support services and activities that provide access and success for a diverse and underrepresented student population. The wide array of innovative services and activities available to EOPS-eligible students are described below. In most instances, they are "over and above and in addition" to the services offered to the general student population.

Outreach and Recruitment

A student's initial contact with the EOPS program usually comes through the outreach and recruitment efforts of college staff. (See Table 5.) These contacts generally are informal, such as talking with students at an information booth on campus or during a presentation at a local high school. In addition, EOPS staff may publicize the program by visiting employment offices, local church groups, civic organizations, showing videos, and talking to parents and students in shopping malls.

Through these methods, the word about the EOPS program was brought to almost 143,000 potential students during 1987-88. EOPS made contact with over 68,000 elementary and junior high school students, while an additional 47,500 potential students participated in other pre-entry activities such as campus visits and workshops. Students might have participated in more than one activity; therefore, the total number of recruitment/outreach contacts might have been greater than the number of students who directly received services.

TABLE 5

Recruitment and Outreach Services, 1987-88

Service	Number Served
Recruitment	142,850
Early Outreach	68,122
Pre-entry	47,571
Orientation/Registration	22,445

Source: EOPS Planning Data, *Report on Enrollment: Fall 1987*

Instructional Support

The *Education Code* and *Title 5* regulations governing the EOPS program direct colleges to provide basic skills instruction and tutorial assistance to eligible students. Table 6 shows that 40 percent of the EOPS students enrolled in 1987-88 received instructional support services under the program. Tutorial services were used most by the EOPS students, at least one in every four. EOPS students are also eligible for the remedial instruction and tutorial services available to community college students in general; therefore, the data in Table 6 probably understates the amount of instructional support they received.

TABLE 6

Instructional Services, 1987-88

Service	Students Served	
	Number	Percent
Total	**15,549**	**40**
Instruction	5,471	14
Tutorial	11,074	28
Book	4,344	11
Other	1,593	4

Source: EOPS Planning Data, *Report on Enrollment: Fall 1987*

Counseling, testing, and assessment services are provided as part of the EOPS program. As shown in Table 7, 96 percent of EOPS students in 1987-88 received academic and/or career counseling. This service is extremely important because it provides valuable assistance to students in formulating their educational plans, which must be on file for all those in the EOPS program.

TABLE 7

Counseling and Assessment Services, 1987-88

Service	Students Served	
	Number	Percent
Total	**42,269**	**100**
Academic Counseling	37,610	96
Testing/Assessment	14,529	37
Paraprofessional/Peer	24,749	63

Source: EOPS Planning Data, *Report on Enrollment: Fall 1987*

EOPS students are required to have a minimum of six contacts with counselors/advisors during the academic year, at least two of which must be with a certificated counselor. Some colleges require that all six be with certificated counselors. Others

use paraprofessional and peer counselors for four of the required contacts. Almost two-thirds of the EOPS students enrolled in 1987-88 used paraprofessional/peer counseling services, which are a crucial means of providing personal support to students in dealing successfully with the educational, financial, and personal demands they encounter. Peer counseling – or students advising students – is not only a necessity but a strength in particularly large EOPS programs.

Testing and assessment provide important information about a student's aptitudes, interests, and educational needs. These services are provided to students in the EOPS program on a limited basis, and in all cases supplement those provided by the college to its students in general.

Financial Aid

Table 8 presents information on the various types of financial aid provided to EOPS students under the program, aid that enables allows them to pursue a college education and realize their educational and career goals. Students may receive grants, loans, or work-study awards under the program to defray educational costs. In other instances, they may receive matching aid to cover need unmet by traditional sources.

TABLE 8

Financial Aid Services, 1987-88

Service	Students Served	
	Number	Percent
Total	**28,025**	**72**
Grants	19,830	51
Book Grants	11,963	31
EOPS Work-Study	1,359	3
EOPS Loans	1,218	3
CWS Match	1,942	5
Perkins Loan Match	120	*

*Less than 1 percent
Source: EOPS Planning Data, *Report on Enrollment: Fall 1987*

As shown in the table, 72 percent of the EOPS students enrolled in 1987-88 received some type of financial aid under the program. Slightly more than half (52 percent) received grants, which averaged about $300 per student. One in three (31 percent) received grants of about $150 each to cover the cost of textbooks.

Other EOPS Services

Among other important services provided to EOPS students are transfer or career development, child care, and classroom-related services. (See Table 9.) One in every four EOPS students enrolled in 1987-88 received assistance in preparing for transfer. A smaller number (13 percent) received assistance in career development and employment. About five percent received classroom-related services other than those listed earlier under Instructional Support.

TABLE 9

Other EOPS Services, 1987-88

Service	Students Served	
	Number	Percent
Transfer	9,737	25
Job/Career Employment	4,940	13
Child Care (non-CARE)	900	2
CARE	886	2
Classroom	1,773	5

Source: EOPS Planning Data, *Report on Enrollment: Fall 1987*

Only 2 percent of EOPS students received child care services in 1987-88. However, only 20 colleges provided those services as part of the EOPS program at that time. The number of colleges offering child care services doubled in 1989-90. Also, many students received grants to cover the cost of child care from the EOPS program and from CARE, if eligible for the latter program.

Conclusions

Extended Opportunity Programs and Services represents the State's largest single commitment to meeting the educational needs of an at-risk population of college students who are predominantly older, women, single parents, lacking in basic skills, in need of financial assistance, and from underrepresented racial and minority groups. The program not only has developed innovative student services to meet the needs of these students but has also strengthened those services traditionally offered to all community college students. As this report illustrates, the EOPS program is continuing to meet the needs and aspirations of a growing and increasingly diverse student population whose educational and socio-economic disadvantagements present obstacles to a college education unknown to most students.

Reports and studies by the Chancellor's Office and the California Postsecondary Education Commission, among others, indicate that the types and numbers of students currently served by EOPS will increase substantially over the next 15 years.

EOPS has a major role to play in creating an atmosphere of acceptance and understanding of these nontraditional students. The program will be challenged to provide new services and instructional methods, facilitate new and positive attitudes toward new and different students, and mediate conflicts between tradition and change. Today's EOPS students are the vanguard of those to come.

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